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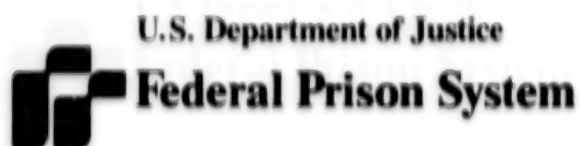
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ORIGINAL

Federal Prison System

1981

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1981 Report

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DIRECTOR

Before the Bureau of Prisons was established in 1930, there were only seven Federal prisons, less than one-sixth of the number of institutions in the Federal Prison System today.

The seven original prisons were all funded separately by Congress and operated under policies and regulations established individually by the wardens. The Federal Government had over 12,000 offenders in these institutions and an equal number in State and local facilities.

All prisons of that era, Federal as well as State, were little more than human warehouses. They were badly overcrowded, some containing double the population they were built for. Inmates often slept in basements, corridors and makeshift dormitories.

The prevailing philosophy, duly carried out by correctional administrators, was that offenders were sent to prison to be punished for their crimes. Security and discipline were the paramount considerations and were maintained through a system of rigid rules that governed all aspects of an inmate's conduct. Breaking a rule brought swift, frequently harsh and arbitrary punishment.

As might be expected, time hung heavy for offenders in those days. Food, one of the most important concerns to an inmate, was monotonous, sometimes consisting of only a single dish. Invariably it was served from buckets. After the evening meal, inmates were locked in their cells for the night.

Bathing was a once-a-week affair, with long lines of inmates waiting their turn at the showers. Recreation was limited to weekends and highlighted by the traditional ball game.

Inmates found it extremely difficult to maintain family ties. They could write few letters and rarely were allowed visits from their families. Institutions were remote from population centers, imposing a further hardship on families seeking to visit.

Rehabilitation was a correctional concept whose time had not yet come. Little or no thought was given to

education or vocational training. For self-improvement, inmates could turn to a ragged collection of library books.

Federal prison personnel numbered about 650 in the late 1920's, entirely too few to staff the institutions adequately. On the job, employees' lives, like those of the inmates, were austere and regimented. Pay was low, vacations were unheard of, and training was nonexistent.

The Federal Bureau of Prisons is Established

In 1929, a Congressional Committee was established to study conditions in Federal prisons.

In the same year, a correctional study group chosen to develop the Federal Prison System outlined a penal philosophy providing practical steps to improve the national prisons.

This philosophy recognized that the chief mission of prisons was to protect the public, but that protection could be best achieved by rehabilitation of inmates, almost all of whom would eventually be released from custody and returned to the community.

Based on the recommendations of the Congressional Committee and the correctional study group, legislation was proposed which resulted in an Act of Congress, signed by President Hoover on May 14, 1930. This legislation established the Bureau of Prisons and directed it to develop an integrated system of institutions to provide custody and treatment based on the individual needs of offenders.

Congress gave vigorous support to the new agency. Subsequent legislation approved open camps, the construction of new facilities, and a program of diversified industrial employment within the institutions. An independent three-man Board of Parole also was established, replacing the old system of institution boards.

The young Bureau moved rapidly in planning and constructing the new institutions, improving existing facilities and living conditions, and upgrading and training personnel. As the Bureau grew, so did its goals of developing into a professional, effective service.

The Federal Bureau of Prisons is responsible for carrying out the judgments of the Federal courts and provides offenders confined in its 43 facilities with opportunities for self-improvement through education, vocational training, counselling and a variety of other programs. Highlights for Fiscal Year 1981 include:

- After three years of decline, the inmate population increased substantially and many Bureau facilities became overcrowded due to more commitments by the courts, an influx of alien detainees, and an overflow from State and local institutions.
- The National Institute of Corrections' National Corrections Academy officially opened at Boulder, Colorado.
- The new Bureau of Prisons Training Academy for staff opened at the Federal Law Enforcement Training Center at Glynco, Ga.
- A clearinghouse was established to help States and localities obtain surplus or excess Federal property for correctional use.
- The closing was announced of all Federal Community Treatment Centers which house offenders for the last few weeks of their sentences.
- The former U.S. Penitentiary at McNeil Island was turned over to the State of Washington for correctional use.
- Entry of information about all Federal prisoners onto SENTRY, the Bureau's automated information system, was completed in August.

Inmate Population

After a steady decline since 1977, the inmate population incarcerated in Federal institutions took a sharp upturn during 1981. The number at the end of the year reached 26,195 or 11 percent above design capacity, compared to 24,268 at the close of fiscal year 1980.

More commitments by the Federal courts, significantly reduced releases, and a continued influx of Cuban and

Haitian refugees accounted for the increase along with a backup of offenders from overcrowded local jails and acceptance of inmates from several State institutions to help them meet court orders to relieve overcrowding. By the end of the fiscal year, the Bureau had 2,300 Haitians and Cubans and about 800 State offenders in its institutions.

In 1981, the Bureau transferred its oldest institution, the 116-year-old U.S. Penitentiary at McNeil Island, to the State of Washington which is now using it as a correctional facility. Also in Fiscal 1981 the Bureau completed construction of the medium-security Federal Correctional Institutions at Ray Brook, New York, and Otisville, New York, and satellite camps at the institutions at Texarkana, Texas, and El Reno, Oklahoma.

New Training Facilities

The National Institute of Corrections' National Corrections Academy opened at Boulder, Colo., at the end of the year. Fifty-seven training programs for State and local corrections staff were scheduled through the end of 1982. Housed at the College Inn Conference Center, a facility owned and operated by the University of Colorado, the Academy is modeled on the FBI National Academy for law enforcement personnel.

Establishment of the Academy was in response to the Chief Justice's call for a centralized facility for training State and local correctional personnel. The Attorney General's Task Force on Violent Crime also endorsed the Academy and recommended that sufficient funds be made available to train State and local corrections practitioners in those areas that would increase their ability to deal with increased numbers of violent offenders.

The Bureau at the end of the year also opened its new Staff Training Academy at the Federal Law Enforcement Training Center at Glynco, Ga. The Academy will provide basic training for Bureau personnel and will extend training opportunities to State and local correctional personnel. The Academy replaces the Bureau's Staff Training Center at Atlanta which was closed. In addition, the

Bureau operates a Management and Specialty Training Center at Denver (replacing the one at Dallas which was closed in July) and a Food Service Training Center at Oxford, Wisconsin.

The Bureau also took other action to carry out a Task Force recommendation that it share training resources with State and local correctional personnel. By year's end, a dozen Bureau institutions had opened their training programs to State and local agencies and during FY 1982 all of them will do so.

Clearinghouse

The Attorney General's Task Force on Violent Crime in 1981 recommended that the Department of Justice work with Federal authorities to make available to the states abandoned military bases for use as correctional facilities on an interim basis. The Task Force also recommended that the Attorney General assist states in obtaining Federal property as possible sites for new correctional facilities. The Attorney General assigned responsibility for carrying out these recommendations to the Bureau of Prisons.

In August, the Bureau of Prisons established a clearinghouse to help the States and localities acquire surplus and excess Federal property for correctional use. Purpose of the clearinghouse is to provide a listing of available Federal property and attempt to resolve difficulties State and local authorities might encounter in acquiring such property.

The clearinghouse staff has handled over 150 inquiries, 47 from State governments, 17 from local governments, 15 from Federal government officials, and 21 from other sources. Four Federal properties have been transferred to State or local use.

There is pending legislation that would allow the free transfer of such properties to States or local governments instead of the current practice of requiring a fair market price.

Standards of Conduct

To insure that the highest standards of professional integrity are maintained, the Office of Inspections investigates allegations of misconduct on the part of Bureau of Prisons staff. Inspectors cooperate with other Federal investigative offices when violations of criminal statutes are alleged. The Office of Inspections maintains oversight responsibility for the internal audit program and Inspection staff participate in program audits, inspections, and reviews. The prevention of fraud, waste and mismanagement has been given increasing emphasis in all Bureau audit activities and Office of Inspections staff work to maintain program efficiency and managerial excellence.

Equal Employment Opportunity

Since 1971, 27 percent of all new Bureau of Prisons employees have come from minority groups. The level of minority employees was 22 percent at the end of Fiscal 1981 compared to 6 percent in 1970. Minorities now account for 29 percent of the Correctional Officer force, compared to 8 percent in 1970.

Women now represent 18 percent of all Bureau employees compared to 10 percent in 1970. Female correctional officers are employed in all institutions, with the exception of the maximum security penitentiaries.

The Bureau has a full time Equal Employment Opportunity (EEO) Specialist in each of the five regions. The Central Office has one full time EEO Complaint Office which is located in the Director's Office and full time EEO Program Specialists. There are four special emphasis programs: Black Affairs, Hispanic, Asian-Indian, and Federal Women. The Federal Prison System operates an extensive recruitment program at all colleges that have a predominantly minority student population.

The Bureau of Prisons is a career organization. A majority of new employees enter on duty as Correctional Officers. Approximately a third of these individuals have Bachelor's degrees or higher and almost 70 percent have some college education. Almost all professional, super-

visory and managerial positions are filled internally through competitive merit promotion procedures. Wardens have been promoted through the ranks from every institutional occupation.

In order to maintain the young and vigorous work force which is needed for correctional work, Congress passed Public Law 93-350, which permits the Attorney General to require that new prison employees be less than 35 years of age when they are appointed. Retirement is mandatory at age 55 with 20 years of service.

Professional Standards

To assure that correctional programs and operations are carried out in a humane and professional fashion, seven more Federal Prison System institutions were accredited by the Commission on Accreditation for Corrections during Fiscal 1981. This brings to 12 the total number of Federal institutions accredited. Another 15 institutions are involved in the process. The goal is for all of them to be accredited by 1984.

Accredited to date are the U.S. Penitentiaries at Terre Haute, Indiana and Lompoc, California; the Federal Correctional Institutions at Memphis, Tennessee; Texarcana, Texas; Alderson, West Virginia; Englewood, Colorado; Sandstone, Minnesota; Tallahassee, Florida; Pleasanton, California; Seagoville, Texas; and Fort Worth, Texas; and the Federal Prison Camp at Allenwood, Pennsylvania.

Community Programs

The objective of community-based programs is to ease the transition of inmates back into the community. These programs include community treatment centers and furloughs. The Federal Prison System operated eight community treatment centers in major metropolitan areas during Fiscal Year 1981. In addition, at the end of the year, the Bureau had contracts with 385 halfway houses operated by state, local or private agencies. These programs provide extensive pre-release services for selected offenders during the last months of their sentences.

They are also used for offenders serving short sentences, for unsentenced offenders participating in the Pre-Trial Services Program, and for offenders under community supervision who need guidance and supportive services beyond what can be provided through "street supervision". Offenders receive assistance in re-establishing community ties, obtaining jobs, furthering their education, and resolving personal problems.

During Fiscal Year 1981, approximately 68 percent of offenders released to the community were released through federal and contract community treatment centers. Budget reductions have caused program curtailment. The number of participants was down 1,000 from last year's 9,000 inmates who participated in community treatment center programs. Most Federal centers were closed in FY 1981 and the rest in early 1982.

In addition to the short-term community services listed above, all persons adjudicated under the Juvenile Justice and Delinquency Prevention Act are housed in non-Federal, local and State juvenile facilities as well as in such facilities as private, group or foster homes.

Automated Information Systems

SENTRY is an automated information system which provides a common data base of operational information for the Federal Prison Service. The entire Bureau inmate population is loaded on SENTRY and each institution has at least a single SENTRY terminal to record all admissions and releases. Thus, SENTRY is able to provide, immediately, locator information on all inmates housed in Bureau facilities. Seventeen bureau facilities have the multi-terminal version of SENTRY which allows significantly more information to be recorded for each inmate. It keeps track of inmate assignments such as work detail, quarters, custody, case managers and others.

During the past year, two significant modules were added to SENTRY. The Central Inmate Monitoring module monitors inmates who have special supervision needs or those who are to be separated from other in-

mates. The Property Management module records and tracks the acquisition, movement and disposition of all Bureau of Prisons personal property.

During Fiscal 1982, SENTRY will be enhanced in the following ways. More institutions with only a single terminal will be converted to the multiterminal version. The Property Management System will be expanded to automatically compute depreciation for all capitalized property. A Legal Retrieval System will be implemented which will have a key word search capability for citations and documents of specific interest to the Bureau of Prisons. Also, a "good time" accounting function will be added which will calculate statutory good time subject to forfeiture; calculate extra good time for lump sum award; and calculate projected release dates based on extra good time.

Prison Industries

To keep offenders constructively employed and to provide job training, Federal Prison Industries (UNICOR), a self-sustaining corporation established by Congress in 1934, had 80 industrial operations in 37 institutions during Fiscal 1981. Inmates earn up to 95 cents an hour producing goods and services solely for U.S. Government agencies. The rise in inmate population resulted in an average industrial employment slightly above 6,000.

Sales in 1981 exceeded \$128 million compared to \$117 million for 1980. Inmate wages amounted to \$7.7 million. Payment to other inmates in the form of Meritorious Service Awards amounted to \$3.4 million, up from \$3 million in 1980. The Corporation also funded \$3 million for vocational training programs for Federal offenders, including apprenticeship training.

During the year, major industry moves included the transfer of the Atlanta, Georgia industries: the textile mill to Terre Haute, Indiana; the sign factory to Otisville, New York; and the mattress factory to Leavenworth, Kansas. Industrial operations at Marion, Illinois, were discontinued with the closing of the metal factory, and the movement of the print plant there to the new institution at Ray Brook, New York. A glove factory was

also established at Ray Brook, New York. To reduce idleness among Cuban detainees housed at Atlanta, several small industrial operations were established.

Assisting Other Agencies

During the past year, the Bureau of Prisons continued its cooperation with the Immigration and Naturalization Service in providing confinement for Haitian and Cuban detainees awaiting exclusionary hearings. Most of the nearly 2,000 Cuban detainees confined at the beginning of the year were transferred to the United States Penitentiary, Atlanta, Georgia, where by year's end more than 400 had been released to approved sponsors in the community through the Attorney General's Status Review Plan. Approximately 600 Haitian detainees have been placed at several Bureau facilities while awaiting immigration hearings. The Bureau has also assisted INS by providing technical assistance at its facilities in Puerto Rico and Florida. Additionally, throughout the year, Federal institutions have accepted significant numbers of State prisoners to help relieve overcrowding.

Because of overcrowding at local detention facilities, the U.S. Marshals Service has asked for assistance in housing pre-trial detainees at several locations. The Bureau responded by expanding jail operations and by establishing jail units at the Federal Correctional Institutions at Bastrop, Texas; Texarkana, Texas; and Petersburg, Virginia.

Female Offenders

In 1981, the Bureau continued to improve programs for female inmates as recommended by the Task Force on Female Offenders established in 1979. The Federal Correctional Institution at Lexington, Kentucky, serves as a female medical referral center. In 1980, Lexington established a psychiatric unit which treats women with acute mental and emotional problems. Additionally, a health education program is being planned that will improve women's understanding of health care issues and help them make better use of health care services available both at the institution and upon release.

The Federal Correctional Institution at Alderson during 1981 initiated a program that allows eligible inmates seven months pregnant to transfer to a residential setting in a nursing home for up to six months, two months before the birth of the baby and four months after. The Federal Correctional Institution at Pleasanton, California, continues to operate a similar program.

With the help of the U.S. Department of Labor's Bureau of Apprenticeship and Training and its Women's Bureau, accredited apprenticeship programs for women have been started to prepare them for such non-traditional jobs as auto mechanics, electricians, plumbers, painters, and bricklayers. The four institutions housing female offenders now offer 48 apprenticeship programs in over 34 different trades, the majority of which are traditionally male occupations.

Drug abuse units exist in all four institutions for women and counseling and therapy are provided. All institutions have visiting programs, and to make the most of what time incarcerated women can spend with their children, family counseling programs help inmates deal with the effect of separation on both the mother and the child. Structured learning programs have been created for the children, and the Bureau helps mothers work with social agencies that can provide their children with any assistance for which they are eligible.

The Bureau has established an office in Washington to monitor programs for women and help ensure that their needs are met.

Designations and Classifications

The Bureau of Prisons' security designation and custody classification system has been in effect for 2½ years. Variables such as outstanding detainees, the severity of the offense, history of escapes or violence, the expected length of incarceration and the type of prior commitments are used to determine an inmate's security level. This system also eliminates traditional correctional terms such as "minimum and medium security institutions" and groups institutions into six security levels. An institution's security level is based upon the

type of perimeter security, the number of towers, external patrols, detection devices, the security of housing areas, the type of living quarters, and the level of staffing. Institutions labeled "Security Level 1" provide the least restrictive environment and "Security Level 6" institutions are the most secure.

Once inmates are committed, their custody classifications are established by their unit teams. Four custody classifications identify the level of supervision each inmate needs, and the categories are designed to assign inmates to the lowest custody level possible. The four custody classifications, Maximum, In, Out, and Community, allow staff to consider an inmate's program participation based upon the offender's demonstrated level of responsibility and danger to society rather than by the length of sentence.

The system, designed to place offenders in the least restrictive institution possible that is closest to their homes, has proven effective. Presently, Security Level 1 inmates account for the largest portion of the entire population, approximately 33 percent. This means that more inmates can be moved into "open" institutions such as prison camps, which makes the higher security level institutions more humane. This system also keeps the inmate population in better balance, decreases the number of inmate transfers, and aids the Bureau of Prisons in making better use of available resources.

Education and Training

The Bureau of Prisons provides both academic and occupational training programs to prepare inmates for employment on release. Although enrollment is voluntary, program options are extensive, ranging from adult basic education through college courses. Occupational training programs include accredited vocational training and apprenticeship programs, as well as pre-vocational and world-of-work courses and work and study release.

In addition, social education programs have been designed to enhance the inmates' self-esteem and their ability to live in the community. Such courses include parenting, human relations and personal financial

management. Constructive use of leisure time is also encouraged through athletic activities, self-help groups and hobby crafts.

To operate these programs in 42 institutions, the Congress and Federal Prison Industries appropriated \$17.7 million for Fiscal Year 1981. Staffed by approximately 500 employees, the education program has been designed to meet the academic, occupational training and personal growth needs of inmates.

During 1981, there were 40,157 enrollments in academic and occupational training programs. Of these, 20,262 or 50 percent were completed during the year. Also 132 inmates received college degrees.

Inmates also participated in a variety of social education and leisure activities. During the course of the year, there were 15,423 enrollments in social education programs with a 77 percent completion rate. Enrollments in leisure activities reached 16,906 during the fiscal year. Of these, there were 9,899 or 59 percent completions.

The Bureau's occupational training program includes on-the-job training, vocational education and approved apprenticeship programs. Cooperative efforts with the U.S. Department of Labor Women's Bureau and the Bureau of Apprenticeship and Training have been continued with the result that the number of certified apprenticeship programs has increased.

At the close of the fiscal year, 34 institutions had 268 trade training units in 76 trade classifications registered by the Bureau of Apprenticeship and Training compared to 201 programs in 75 trades at 30 institutions in Fiscal Year 1980. During 1981, 704 inmates enrolled in apprenticeship programs, with 258 completions.

Library services provide inmates with current information of a general and legal nature. Since 1977, the types of legal publications have been augmented to meet the requirements of the Supreme Court decision of *Bounds v. Smith*. During the year, \$120,000 was allocated for the purchase of legal publications.

During 1981, curriculum performance standards were completed for welding and machine shop courses and they will be published and distributed to all Federal Correctional Institutions early in calendar year 1982. The adoption of these performance standards will establish uniform curriculum guidelines for all welding and machine shop vocational education programs in Federal institutions. Additionally, partially in response to Chief Justice Warren Burger's May 24, 1981 speech calling for improved education and staff training, a Task Force was appointed to study policy implications of the Chief Justice's suggestions and many of its recommendations for improvement will be carried out during Fiscal 1982.

Staff Training

In 1981, the Bureau of Prisons provided 33,162 instances of training to its employees for a total of 570,517 training hours. Nearly all Bureau employees received some training.

All new employees are required to undergo five weeks of formal training during their first three months in the Bureau. The first portion of that training, an 80-hour course titled, "Institution Familiarization," is taught at each institution. The three-week or second phase course is titled, "Introduction to Correctional Techniques," and is taught at Glynco. In addition, each new employee is given 40 hours of interpersonal communications training at his or her home institution within three years of appointment.

Each experienced employee receives a minimum of 40 hours of training every year of employment. Of this, 24 hours are annual correctional training and the remaining 16 hours are in the employee's job specialty. In addition, there are a variety of specialized courses in such areas as financial management, equal employment opportunity counseling, correctional supervision, unit management, facilities management, hospital administrative management, case management, cooking and baking, industrial operations, locksmithing, and bus operations.

The Bureau operates a basic training academy at the Federal Law Enforcement Training Center in Glynco, Georgia; a Management and Specialty Training Center at Denver, Colorado; a Food Service Training Center at Oxford, Wisconsin; and a Locksmith Training Center at Fort Worth, Texas. Each institution has a fully developed in-house training program under the direction of a Training Coordinator.

At the end of 1981, the Bureau of Prisons closed training centers in Dallas and Atlanta. The basic training course was consolidated and moved to the new training academy in Glynco, Georgia. The specialty courses at Dallas were moved to Denver. The purpose of this reorganization was to improve the quality of training and to reduce costs and staff.

With the specialty training centralized now at Denver, it is expected that institution training courses will be strengthened through the development of uniform course materials and the training of qualified instructors for all of the institutions. There are also plans for developing additional supervisory and management courses.

Health Care

Federal offenders are provided all necessary medical and dental care while incarcerated including promotion of good health, medical rehabilitation services and health education programs.

During fiscal year 1981, the medical facility at the Federal Correctional Institution, Terminal Island, California, was upgraded and established as a medical referral center for the Western part of the country. It received a full two-year accreditation from the Joint Commission on Accreditation of Hospitals in February, 1981, bringing the number of accredited hospitals in the Federal Prison System to eight.

The U.S. Public Health Service funded an evaluation of the Bureau's medical services. A total of 20 institutions were studied by a private health management firm. The final report, "Status of Health Care in the Federal Prison System," issued July 25, 1981, will be used as a

resource document for planning and improving the health services program.

Health care facilities in each Federal prison range from small dispensaries to accredited hospitals. They are staffed by 682 professional, technical, and support personnel including 82 physicians and 52 dentists. Their efforts are supplemented by 600 local consultants.

Psychology Services

The Bureau of Prisons Psychology staff of 92 provides mental health services to the Federal courts and to inmates. During 1981, Bureau psychologists provided the courts with 1,900 evaluations of inmates (up 12 percent from 1980). They also conducted 9,500 group therapy sessions for inmates (up 12 percent) and 4,000 staff training sessions (up 43 percent).

The number of inmates in therapy sessions increased three percent to 22,500. Psychologists also conducted 21,000 routine evaluations, held 19,000 individual therapy sessions, and conducted 22,000 crises interventions, all about the same as last year's totals.

To improve the quality of work performed, Psychology Services now has new hiring procedures. A central committee screens all applicants. To be considered for employment, applicants must have a doctorate, preferably in clinic psychology, from an accredited university or documentation that training would qualify the applicants for this degree from an accredited school.

During 1982, the Psychology Services Manual will be totally revised. The new manual will provide for annual job specialty training and for training in overall institutional operations, and will outline methods for better use of individual skills.

Research

In 1981 the Bureau's Office of Research completed an archival study of inmate violence. Data revealed that the problem is not widespread—seven percent of all Federal

inmates become involved. While inmate altercations are infrequent, they are dangerous in that weapons are likely to be present. Analyses of personality and situational factors associated with violent incidents are being pursued.

The Bureau also completed a long-term study on sexual assaults in prisons and an executive summary was ready for distribution in early 1982. The research casts doubt on the belief that conjugal visitation programs or furloughs would reduce assault rates or rates of homosexual activity. The report determines that sexual assaults and homosexual activity in the Federal Prison System is much lower than generally assumed.

A study comparing recidivism rates showed that Federal offenders released in 1978 and followed for one year were less likely to be arrested than offenders released in 1970. However, offenses of 1978 recidivists were more likely to be serious.

A post-release follow-up is being conducted at the Federal Correctional Institution, Butner, North Carolina on inmates who are chronic or violent offenders, who have participated in programs on a voluntary basis, and who are within three years of their release dates. Preliminary findings show that these inmates have a more successful adjustment as measured by job earnings than a comparison group who did not participate in the Butner program.

Research is being planned in the area of staff training. An assessment will be made of the relationship between student ratings achieved in basic training and subsequent job performance.

Other evaluations are being conducted in the areas of drug abuse programs, the effects of crowding in the prison environment, and the impact of prison work and job training on post-release adjustment.

Chaplaincy Services

All inmates are afforded opportunities for pursuing their individual religious beliefs and practices. The

Bureau's 66 full-time chaplains are assisted by outside clergy working under contract and by more than 4,000 community volunteers.

Chaplaincy Services personnel are available to provide counseling, religious education, and religious instructions; to conduct worship services, facilitate the observance of religious holidays and diets, and coordinate chapel activities and programs which offer a wide variety of religious resources to inmates.

Consistent with the goal of inmate integration with the outside community, the Chaplaincy Department sponsors community-based religious activities which include furloughs and day trips for seminars, retreats, workshops, religious education courses, prayer meetings, religious holiday observances, and special worship experiences. Conversely, numerous religious community groups regularly participate in chaplaincy sponsored activities within the institutions.

Food Service

The Bureau's food programs continued to provide nutritionally adequate meals in accordance with the U.S. Department of Agriculture's "Basic Servings Daily" and the National Academy of Sciences "Recommended Diet and Allowances". Medical diet programs were initiated in 20 institutions, with all other institutions continuing to provide prescribed diets in accordance with existing policy.

New low calorie food stations and soup and sandwich lines became part of food programs in 1981. Plans for introducing and promoting usage of soy product meat substitutes got underway. About 10 percent of the food utilized in the food service program is produced on Federal Prison System farms. The remainder is purchased commercially.

Legal Activities

A number of significant cases affecting the Bureau of Prisons were decided during 1981. A decision of the Tenth Circuit Court of Appeals, *Watts v. Hadden*, re-

quires the Bureau to separate Youth Corrections Act offenders from adult offenders. A related decision by the Supreme Court in *Robinson v. Ralston* affirms the Bureau's policy of placing with adults those YCA offenders serving concurrent Federal adult terms, and permits YCA offenders with consecutive Federal adult terms to be placed in adult institutions provided the court approves.

In another significant decision, *Howe v. Smith*, the Supreme Court held that the law which authorizes the Attorney General to contract with a state for placement of State prisoners in Federal institutions requires no individual hearing in connection with the transfer.

Finally, the Bureau participated as amicus in *Rhodes v. Chapman*, in which the Supreme Court held that placing two inmates in the same cell did not in itself constitute cruel and unusual punishment.

The Office of General Counsel in the Central Office continues to oversee and administer the inmate grievance program, which was initiated in November, 1974. The Administrative Remedy Procedure provides a mechanism for formal resolution of inmate complaints relating to any aspect of imprisonment, if attempts at informal resolution have failed. The process not only provides for the resolution of grievances but also eliminates many civil suits which would otherwise be filed. In case of suit, it provides a basic record of the positions taken. At the institution level, approximately 15,000 grievances were filed in Fiscal 1981; the inmate was granted relief in 25 percent of these filings.

The Legal Office is in the process of building a system-wide paralegal program. There are six paralegal trainee positions: one in the Central Office and five in the field. Employees from the Bureau of Prisons are recruited to fill these positions; while studying for their paralegal certificates, they provide assistance to Bureau attorneys and learn on-the-job. After completion of the training program, the paralegals are placed in field institutions. Seven paralegals trained in this internal program have entered correctional institutions located

throughout the country, and one is in a regional office. The paralegals provide support to local prison staff and assistance to local U.S. Attorneys in the heavy volume of litigation coming from the prisons.

Prisoner Transfers

During the past five years, the United States has entered into prisoner transfer treaties with Mexico, Canada, Panama, Peru, Bolivia and Turkey.

Through 1981, 658 Americans have been returned to this country to serve their prison sentences, and 343 foreign nationals have been returned to their home countries. All Americans returned serve the balance of their terms in Federal custody.

Prisoners are transferred on a voluntary basis. These transfers enable American citizens convicted in other countries to return to their homeland for service of sentence.

Currently, the Office of International Affairs is in negotiation with several countries, including France and the Council of Europe, about the possibility of establishing further prisoner transfer treaties.

Organization and Administration

The Federal Prison System is a career service and a majority of new employees enter on duty as Correctional Officers. Administration is carried out by four divisions located in Washington and five regional offices. The four divisions, each headed by an Assistant Director, are Correctional Programs, Planning and Development, Medical and Services, and Federal Prison Industries, Inc. (UNICOR).

The five regions, each headed by a Regional Director, have headquarters in Atlanta, Georgia; Burlingame, California; Dallas, Texas; Kansas City, Missouri; and Philadelphia, Pennsylvania.

Resources

Bureau appropriations for FY 1981 totaled

\$361,779,000 and there were 10,340 authorized positions. Anticipated appropriations for 1982 are \$377,917,000 and 9,846 positions.

Energy conservation continues to have a high priority within the Bureau. Forty-four new energy conservation projects, valued at over \$750,000, were established during Fiscal 1981. These and other programs have resulted in an approximate 5.5 percent decrease in energy use over the year.

Future Plans

The Bureau presently has a satellite camp under construction in Danbury, Connecticut along with new housing units in Sandstone, Minnesota; Boron, California; and Seagoville, Texas. Also under construction is a Federal Detention Center in Tucson, Arizona, to be completed in Spring 1982, bringing the number of Federal institutions to 43.

The decision was made to rely on private sector contract community treatment centers, and to close the eight Federal Community Treatment Centers by early Fiscal Year 1982.

Other plans call for conversion of the Federal Correctional Institution in Morgantown, West Virginia, into a co-correctional facility for males and females serving Youth Corrections Act sentences, and the conversion of the Federal Correctional Institutions in Englewood, Colorado, and Petersburg, Virginia, into institutions for males serving Youth Corrections Act sentences.

Plans for Leavenworth call for a reduction to a capacity of 950 with housing completely renovated to meet current standards.

National Institute of Corrections

The National Institute of Corrections was established in 1974 to assist State and local corrections. The Institute is governed by a 16-member, non-partisan Advisory Board, and is administered by a Director appointed by the Attorney General.

During fiscal year 1981, the National Institute of Corrections made 193 grant and contract awards totalling \$9,391,412 to State and local corrections agencies, organizations, and individuals. The grants were for training, technical assistance projects, research and evaluation, policy formulation, and clearinghouse activities.

The Institute provided technical assistance in response to 976 requests from State and local agencies in all 50 states. Many of the technical assistance efforts led to improved administration and management of correctional programs and services, offender classification, and physical plants. The Institute assisted the states of Michigan, Idaho, Nevada, and New Mexico in the aftermath of riots; in the latter two states, expert advisors were placed on-site for periods of time to assist in the development of long-term planning and improvements to the corrections systems. Another major technical assistance effort saw a team of experts assist the Commonwealth of Puerto Rico in responding to a court order mandating sweeping change throughout the system.

During fiscal year 1981, 3,500 state and local corrections practitioners were provided training through NIC auspices. The training ranged from subjects specific to jailing to management and institutional fire safety. Responding to recommendations of the Attorney General's Task Force on Violent Crime, the Federal Prison System and NIC cooperatively planned training for State and local corrections personnel in subject areas dealing specifically with controlling and reducing institutional violence.

On October 1, 1981, National Institute of Corrections' training was consolidated at a central location with establishment of the National Corrections Academy. Endorsed by the Chief Justice and approved by the Attorney General, the Academy is located in Boulder, Colorado.

The NIC (National Information Center) provided information in response to 4,628 inquiries from State and local practitioners during the fiscal year.



- WESTERN REGION
Burlingame, California
- NORTH CENTRAL REGION
Kansas City, Missouri
- SOUTH CENTRAL REGION
Dallas, Texas
- SOUTHEAST REGION
Atlanta, Georgia
- NORTHEAST REGION
Philadelphia, Pennsylvania
- FEDERAL PRISON SYSTEM FACILITIES
- COMMUNITY PROGRAMS OFFICES
- FACILITIES UNDER CONSTRUCTION

SOUTH CENTRAL REGION

Regional Office, Dallas, Texas
75201: 1607 Main, Suite 700
FCI, Bastrop, Texas 78602
FPC, Big Spring, Texas 79720
FCI, El Reno, Oklahoma 73036
FCI, Fort Worth, Texas 76119
FCI, La Tuna, Texas 88021
FCI, Seagoville, Texas 75159
FCI, Texarkana, Texas 75501

FTS

729-0012

738-9000
743-1501
738-4011
572-7682
729-8471
731-3190

SWITCHBOARD

214/767-0012

512/321-3903
915/263-8304
405/262-4875
817/535-2111
915/886-3422
214/767-8471
214/838-4587

Regional Director

Warden
Superintendent
Warden
Warden
Warden
Warden
Warden

J. D. Williams

M. C. "Neil" Lennon
John W. Allman
T. C. Martin
Dudley Blevins, Jr.
C. A. Turner
Jeffrey J. Clark
Samuel M. Hull

SOUTHEAST REGION

Regional Office, Atlanta, Ga. 30315
523 McDonough Blvd., S. E.
FCI, Ashland, Kentucky 41101
USP, Atlanta Georgia 30315
FCI, Butner, North Carolina 27509
Old N. Carolina Highway 75
FPC, Eglin Air Force Base, Florida 32542
FCI, Lexington, Kentucky 40507
FPC, Maxwell Air Force Base
Montgomery, Alabama 36112
FCI, Memphis, Tennessee 38134
1101 John A. Denies Road
MCC, Miami, Florida 33177
15801 S.W. 137th Avenue
FCI, Talladega, Alabama 35160
FCI, Tallahassee, Florida 32301

242-3531

924-5614
242-3803-6
629-5403-4

949-8522
355-2581
534-7578
534-7459
222-4172

350-4236

222-1011
946-4243

404/221-3531

606/928-6414
404/622-6241
919/575-4541

904/882-8522
606/255-6812
205/293-2784

901/372-2269

305/253-4400

205/362-0410
904/878-2173

Regional Director

Warden
Warden
Warden

Superintendent
Warden
Superintendent

Warden

Warden

Warden
Warden

Gary R. McCune

Robert Matthews
Jack A. Hanberry
Margaret C. Hambrick

Calvin Edwards
Robert Elsea
Roderick D. Brewer

Jerry A. O'Brien

Thomas F. Keohane, Jr.

R. H. (Dick) Rison
Joseph B. Bogan

NORTH CENTRAL REGION

Regional Office, Kansas City, Mo. 64153
Airworld Center, 10920 Ambassador
Drive
MCC, Chicago, Illinois 60605
71 W. Van Buren Street
USP, Leavenworth, Kansas 66048
USP, Marion, Illinois 62959
FCI, Milan, Michigan 48160
FCI, Oxford, Wisconsin 53952
FCI, Sandstone, Minnesota 55072
USMCFP, Springfield, Mo. 65802
USP, Terre Haute, Indiana 47808

752-1360

353-6819

758-5901
271-0306
378-2353
364-2611
781-7400
754-2751
331-8120

816/891-7007

312/353-6819

913/682-8700
618/964-1441
313/439-1571
608/584-5511
612/245-2262
417/862-7041
812/238-1531

Regional Director

Warden

Warden
Warden
Warden
Warden
Warden
Warden
Warden

George A. Ralston, Jr.

Dennis M. Luther

William L. Garrison
Harold G. Miller
John R. Johnson
Larry D. Kerr
Marion R. Lacy
Joseph Petrovsky
Raymond J. Lippman

NORTHEAST REGION

Regional Office, Philadelphia, Pa.

19113: Scott Plaza, Industrial Highway

FCI, Alderson, West Virginia 24910

FPC, Allenwood, Montgomery, Pa. 17752

FCI, Danbury, Connecticut 06810

USP, Lewisburg, Pa. 17837

FCI, Morgantown, West Virginia 26505

MCC, New York, New York 10007

150 Park Row

FCI, Otisville, New York 10963

FCI, Petersburg, Va. 23803

FCI, Ray Brook, New York 12977

FTS

596-1871

924-1800

643-9444

591-3800

923-4556

662-9130-9

883-5445

920-3230

832-6717

SWITCHBOARD

215/596-1871

304/445-2901

717/547-1641

203/743-6471

717/523-1251

304/296-4416

212/791-9130-9

914/386-5855

804/733-7881

518/891-5400

Regional Director

Warden

Superintendent

Warden

Warden

Warden

Warden

Warden

Warden

Warden

Z. Stephen Grzegorek

Gwynne Sizer

Robert Martin

Robert A. Gunnell

George C. Wilkinson

Tony R. Young

H. Dale Thomas, Jr.

J. Michael Quinlan

Robert J. Verdeyen

George H. Rodgers

WESTERN REGION

Regional Office, Burlingame, Ca.

94010: 330 Primrose Rd., 5th Floor

FPC, Boron, California 93516

P.O. Box 500

FCI, Englewood, Colorado 80110

FDC, Florence, Arizona 85232

USP, Lompoc, California 93438

FCI, Pleasanton, California 94566

FPC, Safford, Arizona 85546

MCC, San Diego, California 92101

FCI, Terminal Island, Ca. 90731

MCC, Tucson, Arizona 85734

P.O. Box 22080

415/347-0721

714/762-5161

303/985-1566

602/868-5863

805/735-2771

415/829-3522

602/428-6600

714/232-4311

231/831-8961

602/792-6921

Regional Director

Superintendent

Warden

Administrator

Warden

Warden

Superintendent

Warden

Warden

Superintendent

Ogis Fields

Bill Story

John T. Hadden

Abelardo Pacheco

Robert Christensen

Charles A. Turnbo

Enrique M. Lucero

Jerry T. Williford

Timothy M. Keohane

Lowell G. Kincaid

STAFF TRAINING CENTERS

Federal Law Enforcement Training

Center, Bldg. 67, Glyncro, Ga. 31524

Aurora, Colorado 80011

15400 E. 14th Pl., Suite 500

Food Service Training Center

c/o FCI, Oxford, Wisconsin 53952

230-2323

327-3486

364-2671

912/267-2323

303/837-3486

608/584-5511

ext. 218

Director

Director

Director

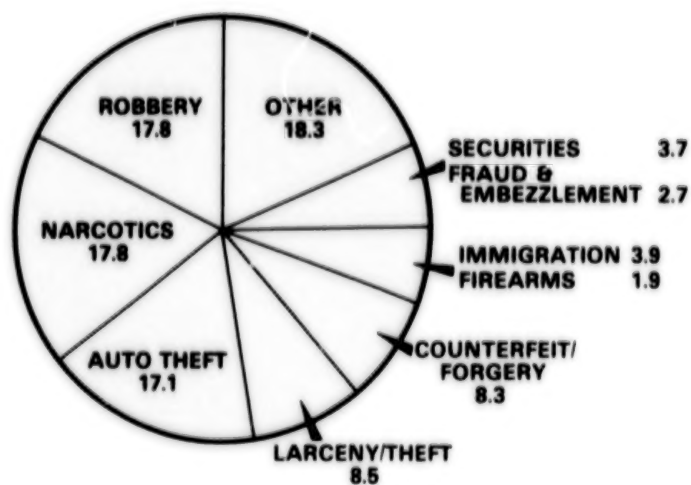
Dr. Fleary P. (Sam) Samples

Myron Washington

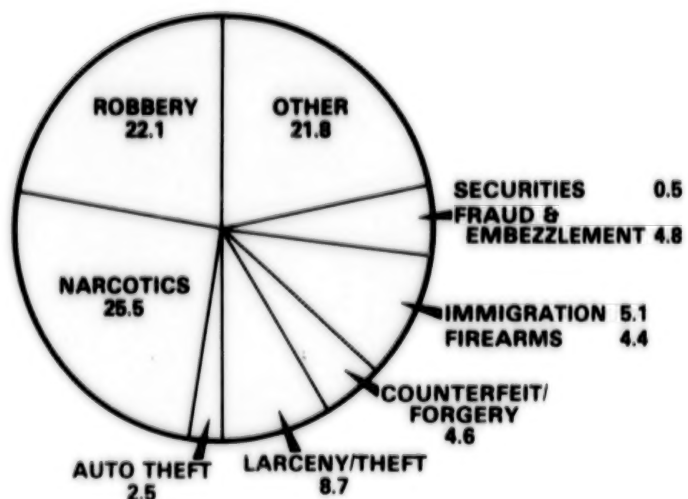
Joseph M. Aragon

FCI—Federal Correctional Institution
 FDC—Federal Detention Center
 FPC—Federal Prison Camp

MCC—Metropolitan Correctional Center
 USMCFP—U.S. Medical Center for Federal Prisoners
 USP—United States Penitentiary



FY '71



FY '81

The Percentage of Population Confined to Institutions by Offense

END

5/01/84